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ABSTRACT

This report discusses significant recent developments in the Nevada State Department of Education, describes a Department reorganization study, and discusses the development and implementation of a State master plan for education. According to the report, Nevada's master plan contains sections on (1) the organization and administration of the Department of Education and of Nevada's school districts, (2) curricular patterns, (3) standards for educational facilities, (4) school finance, and (5) school services. This report devotes a major portion of its discussion to curricular patterns at six different levels from pre-school education to adult general education. (JF)

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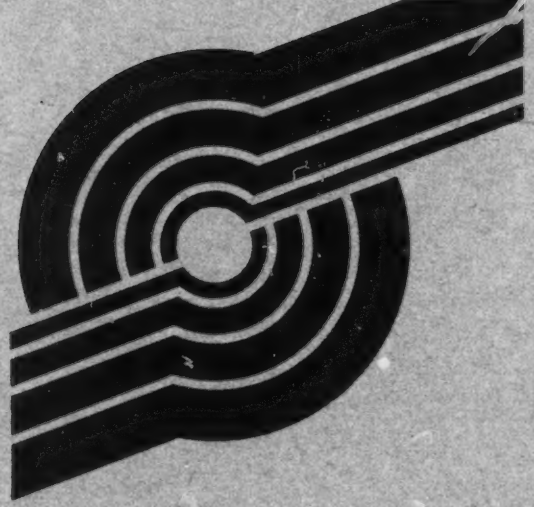
NEVADA MASTER PLAN:
PROVIDING FOR IMPROVED EDUCATIONAL OPPORTUNITIES

Report of a Study
Sponsored by
The Nevada State Department of Education
and The Project,

Improving State Leadership in Education



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Introduction

This report seeks to present some information concerning the planning and performance of the Nevada State Department of Education in meeting its clear mandate to provide service and leadership at a time when the summons for action becomes more urgent each day.

Not only has it been recognized that positive guidelines and models for operation are needed, but that there should be adequate maneuvering space in those guidelines for alteration and change as conditions warrant them. Without flexibility the sought-after and hoped-for program of today may become the anathema of tomorrow, for the one unchanging factor in all planning must be the inevitability of change itself. It is the only element about which there is unequivocal certainty.

The Nevada State Department of Education has moved, and moved far, toward a better understanding of its duties and responsibilities. It can never, however, rest again in the comfortable assumption that it has fixed its goals, created its procedures and defined its actions once and for all. It must continue to live with the comprehension that there is a great deal more to do, not only in reacting to problems as they appear, but in anticipating them and in being ready with useful and pragmatic alternatives and strategies.

It is hoped that the effort toward a greater responsiveness has thus far been auspicious. Even so, the endeavor continues with both dedication and purpose. For example, new and more explicit responses to the need for long-range planning, assessment and evaluation are emerging and being identified; problems involving task-force study and response are being scrutinized; commonality of interests on the part of many agencies and organizations are being recognized and, most improtant, all assumptions, once thought to be inviolate, are being ruthlessly reexamined to determine present validity.

In other words, the Nevada State Department of Education is truly attempting to lend the utmost credence to the proposition that it must be organized to provide and interpret continuing information about education to the effect that the public and the educational proportion may know the needs, may have guidance in making wise choices and be aided in expressing the collective will.

Burnell Larson
Superintendent of Public
Instruction
State of Nevada

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Section One

SIGNIFICANT DEVELOPMENTS IN THE NEVADA STATE DEPARTMENT OF EDUCATION

The Nevada State Department of Education, which was established in 1864 without legal status, has naturally grown and changed. This growth is reflected both in expansion and in change of focus. Expansion is indicated, for example, by the fact that in 1900 the Department consisted of the State Superintendent of Public Instruction and a three-member State Board of Education. Today nearly 100 professionals and non-professionals comprise the State Department of Education staff.

The role and function, in response to educational needs and legislative mandate, has changed dramatically as well. In 1956, during the tenure of State Superintendent Glen Duncan, the Nevada State Legislature mandated the reorganization of local school districts. This resulted in the establishment of seventeen (17) county school districts. The reorganization, along with new funding formulas, created a need for close liaison between these county school districts and the State Department of Education. The Department, at this juncture, assumed an increasing role of service and leadership.

On December 19, 1958 the State Board of Education, which the Nevada State Legislature had designated as having appointive power, selected Byron Stetler as the first appointed State Superintendent in Nevada. He served until 1966 when he was succeeded by Burnell Larson, the present Superintendent of Public Instruction.

The change of focus for the Department is well illustrated by the change of duties of the State Superintendent. According to the *School Code of 1935*, the duties of the State Superintendent were as follows:

- To visit each county in the state at least once a year.
- To apportion the State Distributive School Fund.
- To apportion the County School Funds.
- To report to the Governor biennially.
- To prescribe rules and regulations for making reports.
- To convene state teachers institutes biennially in even numbered years.
- To call county teachers institutes.
- To perform other duties relative to public schools.

The *School Code of 1947* added the following duties:

- To prepare and supply printed materials to school trustees and teachers.
- To be a member and secretary of the State Textbook Commission.

- To fill vacancies in school boards in accordance with the law.

The School Code in 1965, in its opening sentences, reads as follows:

As executive head of the State Department of Education, the Superintendent of Public Instruction shall perform duties prescribed by law and also:

- Execute, direct and supervise all administrative and technical activities of the Department.
- Employ such personnel as are approved by the State Board of Education.
- Be responsible for organizing the Department.
- Be responsible for maintaining liaison and coordinating activities with other state agencies.
- The Superintendent of Public Instruction shall perform such other duties relative to public schools as may be prescribed by law.

Whereas in earlier periods in Nevada's educational history state superintendents felt their authority limited, today the state superintendent's powers and duties make possible meaningful leadership in all areas of public education.

One of the most significant changes brought about as a result of the *Peabody Survey* in Nevada, which occurred in the biennium 1954-56, was the legal recognition of the Nevada State Department of Education. From 1864 to 1956 reference was made to the State Department in the *statutes*, in the Nevada Education Bulletin, and in other documents; but the Department had existed without legal status. The *School Code of 1956* commences "A state department of education is hereby created." Thus, legal status was given to the 92 year old State Department of Education for the first time.

A new plan for the apportionment of state funds, known as the *Peabody Formula*, replaced the old procedure during this same period. The State Board of Education and the Board of Vocational Education were reorganized and consisted of identical membership.

During the 1954-56 biennium, major changes in state educational administration also occurred. Probably the greatest of these was the previously mentioned *establishment of seventeen countywide school districts through the elimination of about one hundred eighty-five "local" districts of different kinds, shapes and sizes.* At the same time, the appointed county superintendent positions were created.

Western States Small Schools Project

Another significant development in the more recent history of the Department was the *creation of the Western States Small Schools Project* in January of 1962. The Western States Small Schools Project (WSSSP) is an

independent organization primarily funded by the Ford Foundation and formed by five cooperating state educational agencies which are committed to the improvement of educational programs in small rural communities. The five sponsoring states for WSSSP are Arizona, Colorado, Nevada, New Mexico and Utah. The organization's policies are set by a board made up of the chief state school officers of the five states.

The uniqueness of WSSSP lies in its integral relationship with its member state education agencies and its resultant relationship with local school systems operating small schools. WSSSP has concerned itself with projects such as the following: (1) individualized development of teachers in rural schools; (2) career selection and career development education for rural youth; (3) utilization of instructional technology for expanding learning opportunities for rural students; (4) modified curriculum and materials for the rurally disadvantaged, for Indian, and for Spanish-speaking students; (5) leadership development for rural administrators; (6) increased awareness of the problems of rural schools and the mobilization of resources and talent for the solution of these problems; and (7) the development of evaluation procedures for assessing school improvement practices.

More currently the Western States Small Schools Project seeks to provide leadership for the development of quality instructional programs that are appropriate to the small rural school and its setting. The programs must capitalize upon the potential strengths of small size and a rural environment, and, at the same time, overcome the limitations of remoteness, sparsity, isolation, and insulation.

WSSSP had identified deficiencies that should receive attention by and which demand leadership from the state education agency. These deficiencies include the following:

- The increasing out-migration of rural youth poorly prepared for the urban society;
- The disadvantages of rural schools in recruiting and holding well qualified teachers;
- The lack of viable vocational preparation programs for rural youth;
- The general inability of remote rural schools to educate children from certain minority sub-cultures;
- The limited effectiveness of in-service programs for the professional development of rural teachers;
- The supportive professional services such as supervision, curriculum development, special education, and student diagnosis and prescription which are practically non-existent in rural schools; and,
- The misinterpretation of the role of the school and its involvement in the community.

Eight State Project: Designing Education for the Future

Another significant influence upon the development and direction taken by the Nevada State Department of Education was Nevada's participation in the Eight State Project: *Designing Education for the Future* (DEF). The eight states (Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Utah and Wyoming), while having many common interests and problems, entered into an agreement to cooperate in improving and strengthening the leadership of state education agencies to assure the kind and quality of education that will be essential for the future. While each state made its own appraisal and developed its own plans, these states joined together to study common concerns relative to impending changes and their implications.

The Study Committee and the Advisory Committee for DEF in Nevada developed a comprehensive list of limiting factors and constraints to educational improvement and, in response to each, developed positively stated recommendations to eliminate or at least ease these limitations in Nevada. The following list is representative of the recommendations made by the various committees in the DEF project:

- State aid for all students regardless of age, with major emphasis on the pre-school, early primary and the post-high school levels.

- State aid be provided for every day that school is needed (not just for the present maximum 180 day school year), to insure that all students receive full educational advantages, and to further insure maximum use of facilities.

- Quality services and facilities be provided in every school district: by the formation of regional education units, consolidation of certain districts, and the establishment of quality educational standards by the State Department of Education.

- Students in isolated and sparsely attended schools be provided with technological innovations: television, telelecture, mobile staff and facilities that will allow an educational program equal to the programs in the more populated areas of the state.

- A State Department of Education inventory, evaluation and approval of school plants and equipment to assist districts to provide the facilities required for quality educational programs for all students.

- Important and proven educational programs be provided as soon as possible and eventually made mandatory to cover every district. The higher cost of providing services should be recognized in the State Aid Program.

- Additional state aid be provided to school districts that have unmet school housing needs and have reached the limit of their local taxing power.

- The State of Nevada study the feasibility of the guarantee of its full faith and credit for school district bonds in order to facilitate their sale and decrease the rate of interest on such bonds.

- Elimination of certain teacher credential requirements such as Nevada School Law, Nevada State History, Nevada Constitution and any others that do not affect actual teacher performance.

- After careful research and study by the State Department of Education and/or the local school district, everything possible be done to enable teachers to individualize instruction such as: (1) improve ratio of pupils to teachers by increasing or decreasing ratios as indicated by subject matter, facilities, capability of students and teachers; (2) encourage organizational patterns that will facilitate individualization of instruction; and (3) utilize other new devices for the purpose of improving individualized instruction.

- Teachers be assured adequate time, materials, equipment and aides for planning and conducting effective learning activities and released time for the professional growth of teachers.

- Teacher education programs at the University of Nevada be geared to our changing society, with emphasis on the following: (1) provide more training for individualized instruction; (2) provide more training for small group instruction; and (3) provide more and earlier exposure to children by including practical involvement through apprenticeships (pre-graduate) and internships (post-graduate).

- Expansion of the functions of the State Department of Education to include more services, more leadership and more coordination for all local school districts.

Certainly the work of the Eight State Project was a significant influence in reshaping the Department. However, it should be pointed out that much of the work of the project occurred concurrently with the reorganization discussed in the next section of this study.

Thus, the diverse threads of departmental development were ready to be drawn together into a new fabric. The old growth patterns, responsive to pressures rather than to assessed needs, had made very clear the need for an extensive study and assessment leading to a reorganization of the structure of the Nevada State Department of Education.

Section Two

THE REORGANIZATION STUDY

In 1965 and 1966 a staff consisting of Thomas T. Tucker, J. Clark Davis, and Stephen J. Knezevich was commissioned to undertake an extensive reorganization study of the Nevada State Department of Education. The study, begun during the superintendency of Byron Stetler, was completed in December 1966 after Burnell Larson had succeeded him in that position. The study was made especially necessary by the influx of federal funds for education in Nevada that were administered through the Department. While federal assistance in vocational education goes back as far as the Smith-Hughes Act of 1917, the Elementary and Secondary School Education Act of 1965 (ESEA) was responsible for a far more intensive involvement by both federal and state agencies in the educational programs of schools in Nevada.

The Department itself was particularly strengthened by the funds allocated through Title V of the Act, designed to strengthen and expand the State Department of Education. The availability of federal funds made possible an intensification of departmental activity which had been hitherto impossible because of the historic lack of support for the Department by both the legislative and executive branches of state government. So within a brief period of time, the need for an expanded and strengthened Department to administer the federally-funded programs under the National Defense Education Act and the Elementary and Secondary Education Act titles became apparent. The means for strengthening and expanding the Department likewise became available.

The Tucker-Davis-Knezevich study reviewed in some detail the varying roles and responsibilities of the Nevada State Board of Education, the State Superintendent of Public Instruction and the Nevada State Department of Education. The major recommendations for change in the report are based on the fundamental assumption that "form follows function." The recommendations, then, are in response to the major changes in the structuring of local school districts, to the growth patterns of the several counties and to a changing relationship of the total educational structure to the federal government.

The study, while taking into account the particular problems of administering an educational system in Nevada, also included an extensive review by the survey staff and their consultants of the organizational structure of other departments of education throughout the United States. Many of the structural patterns discernible in the Nevada reorganization plan reflect the willingness of the Nevada staff to adopt favorable aspects from several existing structural designs in other states.

Burnell Larson took office as Superintendent of Public Instruction in August of 1966. At about this time, the basic structural design proposed in the reorganization study emerged and intensive discussions at the several staff levels in the Department were under way. As these discussions progressed, the original staff design was refined and restructured. A revision appeared in January, 1968 and a restructured version was developed in September, 1969. This last design, under which the Department is currently operating, was published as a collection of charts and descriptions clarifying the organization of the Department in February, 1970. (See Appendix.) The process is ongoing, however, and this organizational chart is by no means final. *Branches, sections, and functions are subject to change as new and different needs of education develop within the state.*

At this same time, Superintendent Larson, in cooperation with staff members, developed a statement of working philosophy for the Department of Education. This statement, while brief, provides a consistent philosophical basis for the purposes of the reorganization study and its implementation. Because it is fundamental to the reorganization plan and to the development of the document popularly designated *The Master Plan*, it is included here in its entirety.

Nevada State Department Philosophy of Education

The emergence of the operational philosophy for the guidance and direction of the Nevada State Department of Education represents the most valid

and searching analysis of educational intent and objective currently accessible and available. It is offered, not only as a guide to purposeful operation of the educational agency, but to lend credence, determination and resolution to the educational venture and enterprise in the local school districts.

The philosophy of the Department cannot ever remain as a fixed modicum of intent and function, for as the state and nation grow and change, so must the educational proportion alter and evolve to encompass diversity and mobility within the unifying influence of a democratic society.

It is, then, with a foreknowledge of its viability and certain recognition of and deference to possible frequent change that the philosophy is propounded.

1. The Nevada State Board of Education recognizes the interdependency of the environment and climate of education in the state and pledges its support to those other institutions of education, government and commonality to promote the national purport of *education for all the people*. It further identifies an increasing community of interests and purposes in public and private organizations and stipulates assistance to these entities to carry out the purposes of education.

2. It perceives that it must devise its own great prestige, intent of leadership and breadth of perspective, while serving as a *stimulator of change within the context of disbursed local initiative*.

3. It acknowledges the *growing concern for children who lack full educational opportunity*--the poor, the neglected, the unmotivated, the victims of discrimination and prejudice--and declares its advocacy in full measure of those programs and educational opportunities to be placed at the disposal of those children. As a corollary to the foregoing, the board determines that integrated education teaches that the child must be nurtured in the understanding that differences in people are not as great as similarities, and that differences can be a source of value rather than something to be feared or denied, and that this can be taught anywhere.

4. It perceives *innovation and creative change* in the following:
   a. In *educational theory* which suggests that learning can be very effective as the child discovers himself under the competent direction of an able teacher.
   b. In the *education of teachers* who need more and more to be brought abreast of techniques of motivating the child, enlarging the scope and consequence of subject matter and in mode of procedure in the classroom.
   c. In *educational mechanics* which by continuance of such devices as programmed instruction, scheduling, nongrading, team teaching, building and design, audiovisual media, and other comparable items of time, space and curriculum can lead to greater efficiency.
   d. In *special education* for the disadvantaged which can include pre-school, post-high-school and adult education.

e. In the *direct use* in the teaching and learning process *of all educational resources* in the several communities, including television, libraries, the hereditaments of the performing arts and museums.

5. The State Board further acknowledges the necessity to consider *the rights of teachers* in their working arrangements, their conditions of employment, salaries and collateral perquisites.

6. It identifies its responsibility to *create and maintain* a workable body of *minimum regulation* to fulfill its statutory charge of control and supervision of local districts.

7. It recognizes its responsibility to promote the *most effective use of federal funds,* to *extend and update vocational education* and to seek ways to aid financially its improvement and expansion.

8. It comprehends the proposition that ability to secure the great amounts of money needed for quality education will be determined by the demonstration, through a *statewide system of evaluation and assessment,* that funds already invested have resulted in improvement.

9. It recognizes that the Nevada State Department of Education must be organized to provide and interpret *continuing information* about education to the effect that the public may know the needs, has guidance in making wise choices and is aided in expressing the collective will.

10. It understands that the department must be constituted and equipped to furnish *consultative service, advice, demonstration and evaluation* to all schools and systems.

11. It determines that education is an investment and not a cost and therefore takes *first priority in achievement of state and national goals,* that the responsibility for keeping professional staffs abreast of current knowledge has shifted from the individual to larger units of government representing society's interests in the common good that education can bring.

12. It endorses the concept of "Creative Federalism" which manifests a *local-state-federal sharing of responsibility* while acknowledging the individual and singular importance of these entities with their accompanying powers and responsibilities to execute a most important public purpose which all have in common but which none could consummate as well without the cooperation of the others.

Early in 1967 the total reorganization plan was accepted in principle by the State Board of Education. Superintendent Burnell Larson, along with his Cabinet and Planning Council, was charged with the implementation of an organizational structure essentially that recommended by the study. Functional specifications were drawn for staff positions at all levels.

Beyond the restructuring, however, was the mandate for a clear statement of direction for education in Nevada. The assessment of present educational practices, the assertion of mandated change, and the development of concrete exemplars for the realization of the mandates were necessary to determine what needed to be done in all phases of public education. The departmental response was a document, *Planning Education for Nevada's Growth*, more generally known as *The Master Plan*.

Section Three

THE MASTER PLAN EMERGES

In very general terms the State Master Plan for Education, *Planning Education for Nevada's Growth*, concerned itself with a design and purpose cognizant of new mandates that are emerging as responsibilities for education. These include: (1) compensatory education for the disadvantaged; (2) integrated education which nurtures the child in the concept that differences among people are not as great as similarities; (3) the recognition of the community of interest of organizations and people; (4) those educational theories which suggest new methods of learning and teaching; (5) the changes in educational mechanics promoting the use of systems and devices for more efficient learning; and (6) the recognition that education is a continuing process representing an investment in people as a resource--all within the framework of dispersed local initiative.

Briefly, the foregoing mandates represent a primary responsibility of the State Department of Education and therefore become a rationale for the development of a comprehensive document expanding upon these major purposes. The initial task in this development was to create a design appropriate to both purpose and development. The intent of the design of the Master Plan was to provide a document that would serve to coordinate the activities and services provided by the department staff, to provide viable information for the public, the legislature, the educational community, and to provide impetus for the implementation of the concepts and goals detailed in the adopted philosophy of education.

In brief, then, the intent of the encompassing effort was to reiterate the concept that *the basic function of a state department of education is to focus its total resources on a planned program for education*, including all of its possible elements from pre-school through post-high school. It supports the assumption that the elements of this design should include four major categories: curriculum, finance, organization, and facilities.

Developing the Master Plan

As members of the professional staff, assisted on occasion by other consultants, set about development of the Master Plan, specific requirements were outlined that were not intended to limit but to provide guidance to all involved. The type of curricular patterns to be developed included subject matter programs, service programs and terminal training programs. The age span to be covered by the program was determined and intermediate age level divisions were established. At the same time, specific directions and a format were agreed upon for the curricular patterns of the guide.

There were, inevitably, some constraints and problems. The magnitude of the undertaking by a staff committed to a variety of projects statewide and operating with limited research facilities and supported by a burdened secretarial staff was at first a serious constraint. As the task was assigned the highest possible priority, some field work patterns of long standing were, of necessity, abandoned or at least deferred; and the tasks of research, formulation, consultation, writing and rewriting became a way of life in the Department.

At times the limitation of funds slowed the process of consultations and conferences with authorities in several curriculum and other fields, although ultimately funds were found to support all necessary work of this type. Even with funds, finding and utilizing the most appropriate and useful people as consultants, on-going critics and reactors was difficult. Fortunately, several eminently qualified authorities from within the state generously assisted in several areas without compensation.

Some areas--for example, music--are not supported by consultant positions in the Nevada State Department of Education so that authorities had to be engaged to write certain sections *in toto*. Indeed, there may have been some areas in which this procedure should have been followed but was not because of limitations of time, funds or personnel. Even contracted writing had to be edited to conform to the predetermined format. This presented a formidable task for in-department editors without expertise in highly specialized fields.

In any such project there are bound to be difficult problems involving the editing of submitted material. Limitations of space called for the deletion of much material and the severe editing of all material. No writer likes to see fifty pages of his deathless prose cut to twenty-six pages of tightly compressed text shorn of all grace and beauty. It is a tribute to the tolerance and the forgiveness of the entire contributing staff that both editors who were assigned to the task survived.

The organizational patterns that were examined for *administering public education on the local level* included consideration of elements such as: (1) the possible revision of current plans for local districts to meet future needs; (2) the determination of the total function of local boards of trustees; (3) the value of advisory groups; (4) the place of continuing education; (5) the advisability of 13th and 14th year vocational-technical training; (6) the development of community colleges; (7) the possible consolidation of districts; and (8) the significance of in-state and regional compacts and centers.

In developing materials concerning *financial patterns*, it was necessary to describe the responsibility of the state in the total program for educational needs. Considerations in this area included the following: (1) the determination of the current financial status of public education entities; (2) the verification of cost requirement and expenditure rates for new or additional programs; (3) the determination of expenditure requirements categorically; (4) the examination of the possibility of financial incentive legislation for certain additional educational programs; (5) the review of the relationship of federal aid to state and local financing; and (6) the identification of the responsibility for capital outlay provisions in state financing of public schools.

The responsibility of the state in *designing school facilities* and the *planning procedures in local districts for facilities* was reviewed according to the following: (1) educational specifications; (2) designing facilities to meet future needs; (3) in-service education needs relative to facility use; and (4) variation of facilities because of factors such as size of pupil population, size of attendance area, and rural and urban elements.

The preceding paragraphs delineate a number of specific guidelines that have particular relevance for certain sections of the Master Plan document. Beyond this, in providing a working outline for development of the document, certain broad perspectives were also considered for guidance of the effort. It was determined that each of the sections would contain as many chapters as necessary to cover the broad topics and provide a "blueprint" for the development of public education in the State of Nevada. Further, it was determined that the plan would indeed be comprehensive yet specific and succinct in its approach. The plan would be broad enough to be flexible and specific enough to provide a basis for implementation. Specific writing formats were designed and units formally utilized. Specific examples are provided in later sections of this profile.

Guidance by the administration of the State Department of Education is reflected in the challenge to the staff that was presented by Superintendent Burnell Larson in the following manner:

> *What I am really proposing...is a truly task-force approach to the identification of a statewide plan for total education in Nevada which will provide the regular session of the 1969 legislature with information it now seeks and has always sought for the educational entity in Nevada--its direction, impact, evaluation, and emphasis for the 1970's. I need--I must have--the help and dedication of all of you for this task which has the greatest possible significance for this Department.*

In brief terms, several phases of the development of the Master Plan can be described: writing, review and centralized editing. Each subject area consultant in the Department was responsible for developing a substantive position statement regarding his subject area. This provided each consultant throughout the Department with an opportunity to document his own thinking as well as to compile the best materials available. A variety of other specialists assisted in this phase of the development of the Master Plan for Education in Nevada.

Secondly, it was necessary for each individual consultant to review his work in light of established guidelines and in respect to the format for the actual document. This review resulted in considerable rewriting and compacting in order to establish reasonable lengths for the working papers which resulted.

Following this effort the total package of materials was submitted for centralized editing and rewriting. The two editors, staff members appointed to this task by the State Superintendent of Public Instruction, were charged with the responsibility of insuring that each section was prepared in an

identical format, in an acceptable style, and, as nearly as possible, in perfect form. It was incumbent upon the editors to provide succinctness while guaranteeing precise content. Following the editorial effort, chapters were re-submitted to the original writers for further review and refinement.

These phases of the development of the Master Plan resulted in the publication of a rather imposing document of more than 550 pages in two volumes officially entitled *Planning Education for Nevada's Growth: A Master Plan for Education*. This publication, the result of the total staff's commitment, and of a year's labor, was approved by the Nevada State Board of Education to serve as an instrument for guiding the work of the Department in general, the department personnel in particular, and, of course, of the total educational endeavor in some measure.

Dissemination and Implementation of the Master Plan

Some facets of the effort to publicize and implement the plan are significant at this point. Naturally, the first responsibility was to review the total document with the entire department staff so that each segment could be seen in perspective to the total effort. Secondly, the document was widely distributed to local superintendents, school principals, PTA groups, etc. A variety of presentations were made by members of the department staff utilizing a tape and filmstrip that was commercially produced for this purpose. The most significant effort toward implementation was a series of full-day workshops held in seven counties. The document was discussed in detail at these workshops by the individuals responsible for the development of the Master Plan.

The workshops provided an opportunity for considerable feedback from teachers and administrators in the seven counties. At each presentation, questionnaires were returned that helped in the progressive improvement of the workshops and also provided valuable suggestions for future revisions of the plan itself. For example, suggestions for greater specificity in some of the exemplars or models will certainly be reflected as sectional revisions are made in the document. These questionnaires were supplemented by in-the-field comments and questions. As subject area consultants facilitate implementation of the plan, the mandates that are included provide a common ground for discussions relating to content, curriculum design, methodology and procedure. *Hence, one result of the publication of the plan has been to provide a basis for meaningful discussion among planners and teachers in the local districts and between district people and staff consultants and supervisors from the Nevada State Department of Education.* The department staff anticipates additional requests to provide similar inservice sessions in the other twelve county school districts. Currently, individual subject area consultants are providing in-depth workshops as follow-through to the general sessions that have been held.

Section Four

ELEMENTS OF THE MASTER PLAN

Planning Education for Nevada's Growth is presented in two volumes. Volume One contains a section on the organization and administration of the

Nevada State Department of Education and of Nevada's school districts, with sections on the particular organization of certain local school districts and on the role of the school administrator. It also contains an extensive section on *Curricular Patterns*. Volume Two contains a section on standards for educational facilities, a section on school finance, and a series of position papers on widely varied subjects grouped under *School Services*.

The largest section, *Curricular Patterns*, is concerned with six broadly defined levels:

Pre-school Education

Early School Years
Reading-English-Mathematics-Science-Social Studies-Foreign Languages-Physical Education-Health Education-Music-Art-Special Education-Guidance and Counseling-Occupational Guidance

Middle School Years
(Same as above.) In addition: Industrial Arts-Health Occupations-Business and Office Occupations

Prevocational Years
(Same as above.) In addition: Home Economics-Technical Education-Driver Education

Career Development Years
Occupational Guidance-Health Occupations-Office Occupations-Distributive Education-Home Economics-Trade and Industrial Education-Vocational Agriculture

Adult General Education

Each of the items listed under the several levels is organized in such a way as to provide a rationale for needed change and to develop brief models for the implementation of this change. There is for each item a statement of *present practices*. These statements purport to show conditions and programs as they were at the time of the formulation of the plan. The statements are based on careful observations of subject matter specialists in the Department in consultation with administrators and teachers in the special areas. While the degree of specificity in statements of present practices described in the Master Plan varies widely from subject matter to subject matter and from level to level, a fairly typical example is that presented for the early school years in social studies:

EARLY SCHOOL YEARS
Present Practices - Social Studies

During the early school years the social studies program is concerned with developing an understanding of man as he interacts with his family, neighbors, and his immediate geographic environment. Social studies topics (units) generally focus on the home, school, and the community. At present, the teaching of social studies in the primary grades has been relegated to the development of certain

basic skills, such as reading, and the imparting of knowledge about the home and community which often lacks any connection with the social science disciplines (history, geography, anthropology, political science, economics, and psychology) that make up social studies education. In some classrooms, units formerly dealing with social studies content and concepts have completely disappeared in favor of a heavier emphasis upon science.

There is very little evidence that the primary school social studies programs are dealing with basic ideas from the several social science disciplines or with inquiry skills, and these two areas along with value and attitude development are essential if the objectives of social studies education are to be achieved.

As a means of emphasizing the difference between what *is* and what *should be*, each area of specialization at each level presents a series of *emerging mandates*, each followed by a brief supportive statement. Again, while the extent and number of the emerging mandates varies widely from program to program, those developed for the reading program in the middle school years offer a fair sample:

MIDDLE SCHOOL YEARS
Emerging Mandates - Reading

1. *The Development of Reading Beyond the Early Years Must be an Ongoing Program.*

Reading is far more than a mechanical skill, and its usefulness to the individual is measured rather in terms of the importance of the quality of his reading than in terms of his personal and professional life. Reading is obviously not a task for the primary grades nor for the elementary schools alone. Yet the foundation for reading is laid here, and in the elementary and intermediate grades the student should cultivate wholesome attitudes toward reading, an enthusiasm for literature, an ability to read critically, and an understanding of the implication of reading for him.

II. *The Student Must Refine and Develop His Skill and Comprehension and Must Add to This the Ability to Retain What He Reads.*

He must develop the ability to evaluate what he reads both intellectually and aesthetically, to increase his sensitivity to the implications of what he reads and to organize and synthesize materials logically and perceptively.

III. *The Student Should Develop Related Study Skills.*

He should use the dictionary, the encyclopedia, and other reference materials independently. He should develop the ability to read with concentration, to select information that bears upon a given subject, to skim, to assess the accuracy and pertinence of statements that he has to read,

to develop sensitivity for implied meanings, and to organize materials for retention and subsequent presentation.

IV. *The Program Must Help the Student Develop a Variety of Silent Reading Rates, and to Know the Situations in Which Each May Be Appropriately Used.*

He must recognize the difference between intensive reading and skimming and be able to do each skillfully. The reading program can best provide opportunities for the students to develop these varied skills by specific work in subjects where they will be used. Specific reading and comprehension exercise in social studies, science, mathematics, and other areas should be considered as and treated as integral parts of the total reading program.

V. *The Student Must Be Kept Supplied with an Endless Variety of Reading Materials at an Appropriate Level.*

He should be encouraged to read fiction, poetry, drama, essays, and articles, both during class time and on his own.

VI. *The Remedial Program Must Be Administered by Thoroughly Trained and Dedicated Teachers and Must Make Use of a Variety of Materials.*

Those programs which merely repeat the ineffective tactics which caused initial failure are of themselves doomed to more failure. Those programs which include psychological and physiological diagnosis and a high degree of individualized remediation stand the greatest chance of success.

At each level and for each area of specialization, the Master Plan provides a limited number of *representative models or exemplars*. These models, presented in terms of their objectives, content, and methodology, vary widely from level to level and area to area. One especially interesting model is that developed at the pre-vocational level for technical education:

PREVOCATIONAL YEARS
Recommended Exemplars - Technical Education

MODEL

OBJECTIVES: The purpose of technical education is to train persons for employment as highly skilled technicians in recognized occupations requiring scientific knowledge and technical skill. It should provide a technical education and training for youth and adults who will be entering the labor force and to those who seek to upgrade their occupational competencies or to learn new skills. In addition, the program should achieve the following goals:

1. To provide comprehensive curricula which relates general and technical education offerings.

2. To provide increased accessibility to programs of occupational training.

3. To provide quality instructional programs compatible with employment opportunities.

4. To provide for the maximum utilization of administrative, supervisory, teacher education, research, guidance, and other personnel.

5. To provide a systematic and continuous evaluation of occupational training in terms of national and state interests, student benefit, and manpower requirements.

CONTENT: The content of the program is centered around a core consisting of technical mathematics, technical physics, and technical report writing. This core program provides a common basis for related programs in refrigeration technology, highway technology, and electronics technology. By taking the common core, the student develops the mathematical, science, and report writing skills that enable him to take only the specialty area when retraining is necessary.

One of the important aspects of the core-oriented curriculum is that the hyphenated technologies, i.e., electro-chemical, electro-mechanical, and chemical-mechanical have no unique requirements of their own, but draw upon the technologies that contribute to their hyphenated titles. This in itself seems to suggest that it is not necessary to plan new and specific content courses for every technical position that occurs in industry, but that it will be possible to regroup existing offerings so as to contribute to the technician's ability to call upon the knowledge in basic or core areas.

By far the largest number of items included in the general core comes from the area of general engineering or engineering graphics, and these items are as follows:

1. Numerical control, data processing, interpretation of engineering drawings, depiction of data by manuscript, minimum dimensions in use of formulas, left data, translation, programming, and quality control.

2. Sketching forms from observation.

3. Machine elements and calculations in determining the size and shape of various machine parts.

4. Preparation of block diagrams, schematics, and layouts.

5. AFA standards, the use of handbooks, graphical treatment of empirical data, conversion charts and monograms, graphical differentiation and integration, tolerance and limit dimensioning.

6. Projection and graphic representation including the use of instruments, lettering, applied geometry, and the like.

In the area of mathematics, there are three areas that express the general requirement across all technology. These are as follows:

1. Trigonometric functions and fundamental formulae.

2. Algebraic graphing, exponents, powers, roots, radicals, imaginary and complex numbers, and logarithms.

3. Metric system and square root, plane and solid geometry, and general algebra.

In addition to these, the core program would include the use of simple test equipment, the use of measuring equipment in a system to measure or control the system, and environmental testing of components, parts and products.

METHODOLOGY: The method of presenting technical subjects must be directed intelligently to a mature and highly motivated constituency. The techniques involved may include team teaching, the conceptual approach to occupational education, the use of core curriculum and occupational courses, new uses of educational media, and experimental and demonstration programs. The programs should require and afford a maximum of student participation. It is especially important that emphasis be placed on audio and visual learning devices.

It is important to note that the mandates and the exemplars indicate direction and make suggestions for implementation, but they are by no means narrowly prescriptive, nor are they designed to restrict any developmental program to a rigid sequence or to any particular textbook sequence. They are designed rather as a flexible working tool for the members of the department staff, for school administrators, and for teachers. The document also provides the general public and the legislators with a clear and systematic statement of educational goals and of the means the Department envisions for achieving them.

Because of the formidable bulk of the two volume Master Plan, several subject matter areas have been extracted and have been made available to teachers in their fields of specialization. For example, extracts are currently available at all levels in reading and English, mathematics, science, social studies, foreign languages, health and physical education, music, art, special education, guidance and counseling, business and office occupations education, home economics, and driver education. These extracts allow easy distribution of pertinent portions of the plan to specialists who are teaching in these several fields. They focus on particular subject matter interests and have made flexible and on-going implementation of portions of the plan possible.

Section Five

FUTURE DEVELOPMENTS

At this point, it must be emphasized that all portions of *Planning Education for Nevada's Growth* are undergoing constant revision and updating as needs develop and as changes in educational priorities occur. For example,

the extra dealing with the mathematics program includes six pages of supplementary material expanding the original design at all levels. Likewise, the section concerned with early childhood education has been revised and expanded.

As time goes on, this process of revision and expansion will apply especially to that portion of the plan dealing with School Services. In its original form the section contained a series of position papers dealing with the year-round school, pupil transportation, the school lunch program, teacher education, teacher supply and demand, teacher aides, team teaching, library services, educational television, the inquiry method, and the non-graded school. Early revisions are contemplated for the section on teacher education, teacher aides, and team teaching. A position paper on differentiated staffing has been developed and widely distributed.

The Nevada State Department of Education envisions differentiated staffing first, as a promising technique to bring more efficient teacher service to boys and girls; second, as a device for improving the method of deploying dollars for services of teaching personnel; and, third, as a means of providing visible incentive for our teaching talent to remain in the classroom. This addendum to the Master Plan provides several models including: a model for Planning and Implementation, a Differentiated Staffing Model oriented to the Levels of Responsibility, a model for the Utilization of Supportive Level Personnel, and a model for Evaluation.

The material of this addendum has provided the content for a variety of conferences and workshops throughout Nevada including: the Nevada Association of Supervisors and Curriculum Development, the Nevada Association of School Administrators, and The Teachers' Education and Professional Standards Commission of the Nevada State Education Association. Differentiated staffing has been well discussed, but not necessarily well received, although one pilot study has been implemented in Clark County. Thus the process of revision, extraction and supplementation of the Master Plan is and will be a continuing one.

Developing a Planning Capability

An interesting example of a fundamental revision that has occured in the total process is the inclusion of a planning branch under the Division of Operations in the 1970 organizational chart of the Department. This departmental unit is designed to assist in the development of goals for the Department and for the school districts in Nevada. It will consolidate and coordinate planning activities in the Department and bring into a common focus all related departmental activities. It will be concerned with systematic assessment, research and program development.

The organizational structure of the Department does, indeed, lend itself exceptionally well to a process of continuous assessment of educational needs in Nevada. Intensive efforts to develop a statewide assessment design have been underway since early in 1969. This has taken on a special urgency in terms of the requirements at both federal and state levels for greater accountability in education. A sound basis for accountability may be achieved only through the development and application of sound evaluative procedures. The

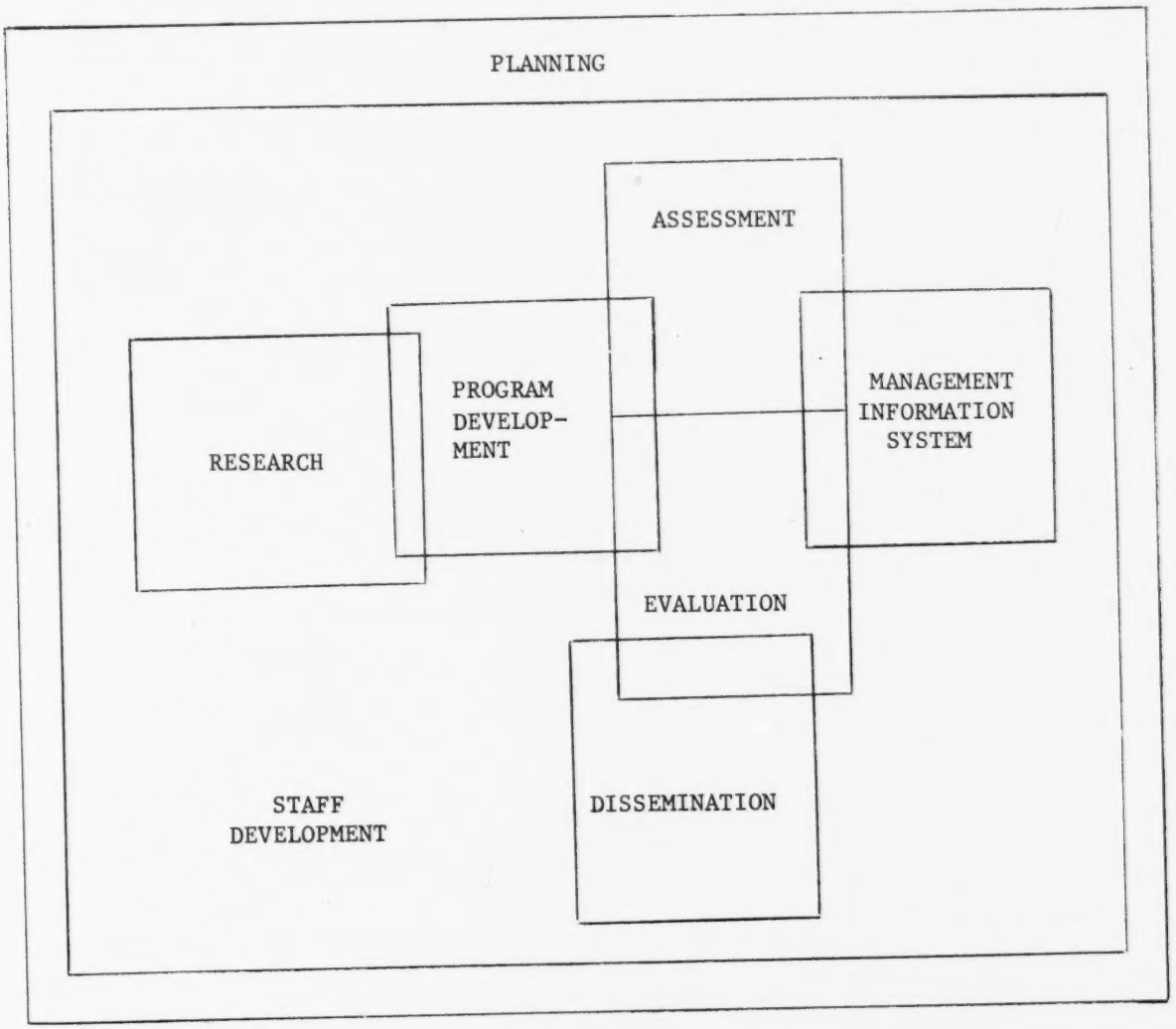
instrument in the Department for developing programs for assessment and planning has been a Planning Council appointed by Superintendent Burnell Larson.

The Planning Council, in an introductory statement to its statement of purposes and programs has stated:

> "The Nevada State Department of Education has at present no Planning and Evaluation Unit within its organizational structure. Therefore, all agency-wide planning or evaluation activities have, of necessity, been conducted on an *ad hoc* or task force basis with individual divisions or branches taking a similar but more limited approach within their own units. Perhaps the most comprehensive planning related activity recently conducted by the Department was the development of a "Master Plan for Education." A total involvement of Department staff produced this comprehensive statement of existing conditions and exemplars for future direction for all curricular areas and levels of public education throughout the state. Aside from this effort, planning and evaluation *has historically been fragmented in nature, usually in response to a limited or isolated need within some subunit of the department.* Comprehensive or long-range planning *has been* almost non-existent and *evaluation responsibilities have largely rested with branches or individuals within them.* There is no statewide educational management information system in existence in Nevada, no standard evaluation processes have been developed, no statewide testing program exists, *continuous assessment of educational needs is not yet a reality* and *no person or unit* within the State Department of Education has been delegated responsibility for the coordination of planning and evaluation activities.
>
> Although these deficiencies have long been recognized as limiting factors to the State Department's ability to fully perform its appropriate role in providing educational leadership throughout the State, a series of circumstances have largely precluded the Department's taking the necessary steps to overcome them. Paramount among these circumstances is the fact that the personnel policies of the Department are rigidly controlled by the State Personnel Division which in turn is limited by gubernatorial and legislative mandates to 'hold the line' on staff positions. This has produced a situation where the Department of Education has been forced to accommodate an ever-increasing work load without a corresponding increase in professional staff.
>
> The State Superintendent of Public Instruction, in recognition of the necessity for the development of a planning capability within the Department, has issued two position papers identifying this need and outlining the concept and functions of such a unit.
>
> '....The value of the Planning and Evaluation Unit to be established will ultimately be measured in terms of student performance. Data for such evaluation must include the affective as well as the cognitive dimensions of pupil activities. Thus, the Planning and Evaluation Unit, when fully developed and implemented, should serve the State Department of Education and local school districts in a way that measurably improves teaching and learning.'

Comprehensive, long-range planning is a service function undertaken on behalf of policy-makers and decision-makers in need of valid information which is pertinent to their tasks. The Nevada State Department of Education is currently operating without the benefits of such a service. The Planning and Evaluation Unit and its supporting functions will be so designed that they will maximize the utilization and capabilities of data and research produced in increasing the effectiveness and quality of leadership provided by the Department. The products and processes of planning can also be useful tools for the State Department in preparing for legislative sessions and working with local school districts."

The varied areas of concern for this unit are graphically illustrated in the following chart:



The outside frame serves to illustrate that planning encompasses a variety of essential functions. The essential functions of a planning component--each noted by a central square--are placed in the graph in such a manner as to point out that each is essential and to show in what manner one impinges upon the other.

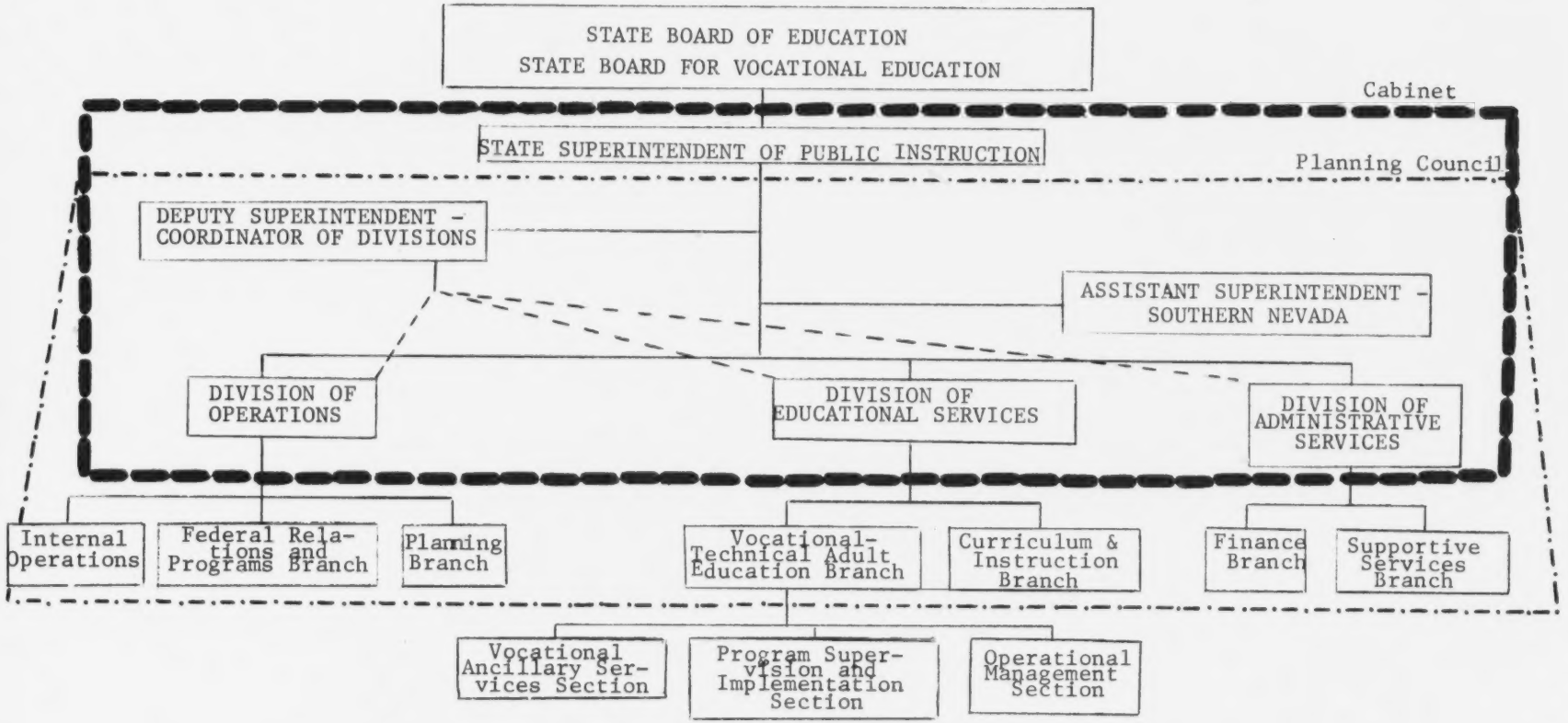
There is implied in the addition of the planning branch which is currently operational, a determination to provide for the school districts of the State of Nevada consultative service in the area of planning. The service will no doubt be directed toward planning based upon a realistic assessment of individual needs and the designing of programs which do in fact impinge upon those needs. Concurrent with this new focus on systematic planning will be an increased emphasis on accountability principles through establishment of reasonable and viable evaluative techniques. The planning unit has thus accepted a charge that is both timely, challenging and in keeping with the overall intent of the Nevada State Department of Education to provide both leadership and service.

The recent selection of a task force to study school crisis situations and student unrest is indicative of the department's continuing effort to provide leadership and service. The work of this committee will likely result in the formulation of guidelines for response to these crucial areas and ultimately in still another addendum to *Planning Education for Nevada's Growth*. Such an addendum will reflect the views of educators, students, parents and civic groups with whom the task force is working. The newest member of the State Department of Education staff, the Consultant for Equal Educational Opportunities, will serve as an important resource person to this task force.

Conclusion

The Master Plan, then, is an ongoing instrument for indicating the direction for education in Nevada. It provides a structure for growth, for assessment, and for accountability. It developed out of a recognized need and has already given direction to curriculum change in some of the state's school districts. It has helped to restructure and to rechannel the energies of the Nevada State Department of Education. It has provided an open-ended challenge to the professional educator in all areas of Nevada's schools. To the administrator, the supervisor and the teacher, it provides a clear challenge to assess, to re-think and to re-constitute the educative process. For the Nevada State Department of Education, it provides a position from which the Department can initiate or support sound, consistent innovative practices and can develop program packages that can be clearly defined, instituted and evaluated.

ORGANIZATION OF THE
NEVADA STATE DEPARTMENT OF EDUCATION



1. Functions listed are not intended to be all inclusive, and those listed are representative of the branch under which they are listed.

2. Full implementation of this chart will come only as needs of the state mandate creation of a branch or function to meet those needs.

3. Branches, sections and functions are subject to change as new and different needs of education develop within the state.